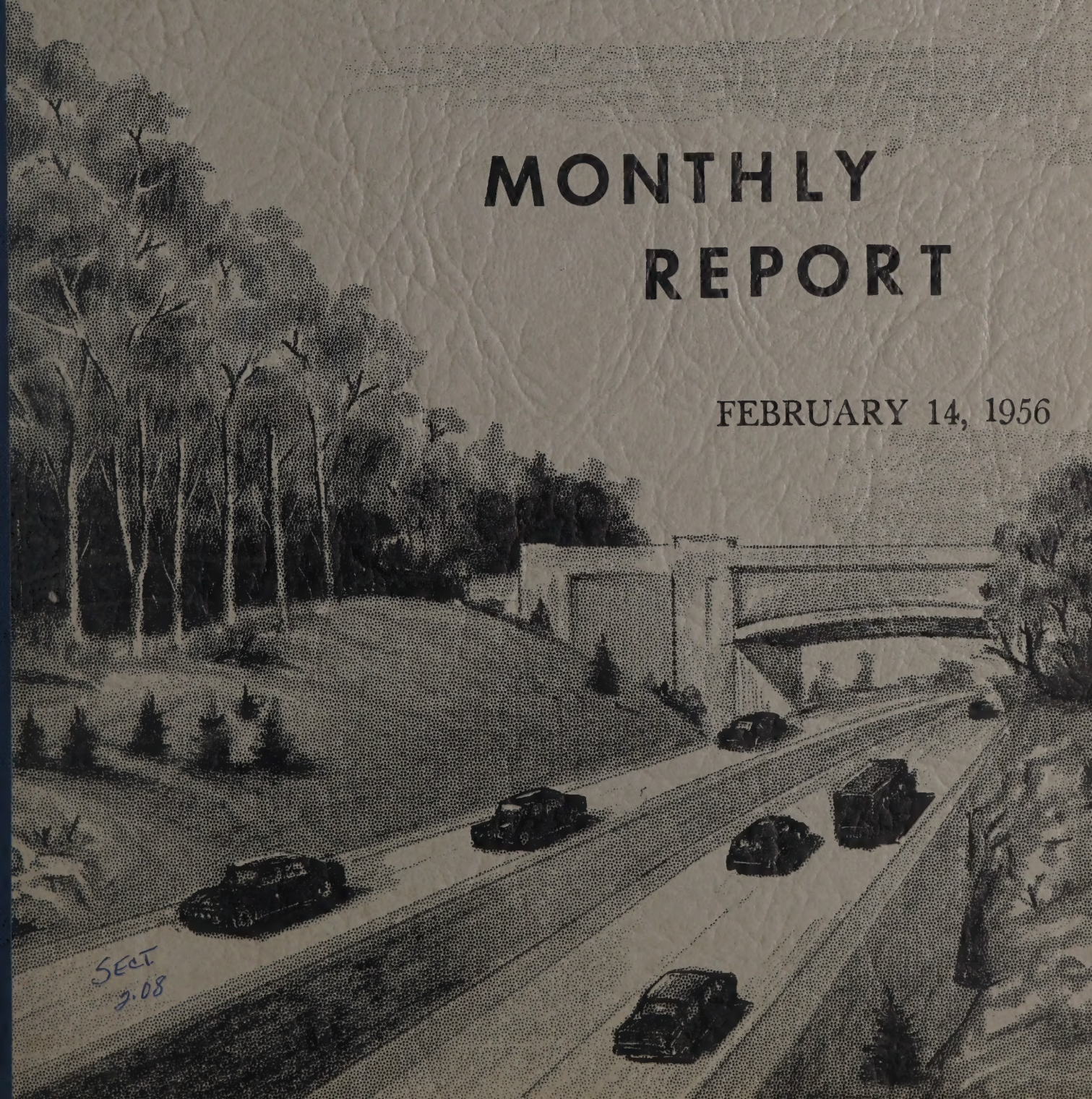


STATE HIGHWAY DEPARTMENT

MONTHLY REPORT

FEBRUARY 14, 1956



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BERGEN-PASSAIC EXPRESSWAY

On Monday, January 16, separate meetings were held with the Planning Boards of Bergen and Passaic Counties for the purpose of presenting them with the consultant's recommendations for alignment of the Expressway. These were the first public announcements of the lines although they had been discussed with the Senators of both counties.

At both meetings it was carefully explained that our purpose in being there was to present the results of the 8-month study by consultants and that the Highway Department would not make any final decision on alignment until it had time to evaluate all suggestions which would be made at subsequent meetings with Planning Boards and affected municipalities.

Prior to the presentation of the lines, your Commissioner read a six-page statement (a copy of which is included in this report) outlining the need for this highway. Points covered included: (a) purpose of the meeting; (b) position of Department re: adoption of ultimate line; (c) advantages of expressway; (d) enhancement of ratables resulting from Expressway; (e) analysis of accidents and fatalities on Rts. 4 and U. S. 46; (f) assurance of cooperation in selecting final line.

This statement was followed by a presentation of the study methods employed by the consultants and an analysis of time savings and accident and fatality reductions - (a copy of which is included in this report).

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WILSON-PORTER EXHIBIT

On Monday, January 16, separate meetings were held with the Planning Boards of Bergen and Lincoln Counties for the purpose of presenting them with the consultant's recommendations for alignment of the Expressway. These were the first public announcements of the lines although they had been discussed with the Governors of both counties. At both meetings it was carefully explained that our purpose in being there was to present the results of the 6-month study by consultants and that the Highway Department would not make any final decision on alignment until it had time to evaluate all suggestions which would be made at subsequent meetings with Planning Boards and affected municipalities.

Prior to the presentation of the lines, your Commissioner read a six-page statement (a copy of which is included in this report) outlining the need for this highway. Points covered included: (a) purpose of the meeting; (b) position of Department for adoption of this route; (c) advantages of expressway; (d) enhancement of existing resulting from Expressway; (e) analysis of accidents and fatalities on Rte. 1 and Rte. 10; (f) assurance of completion in selected time line.

This statement was followed by a presentation of the study methods employed by the consultants and an analysis of how it was conducted and finally recommendations - (a copy of which is included in this report).

BERGEN-PASSAIC EXPRESSWAY, cont'd

To assure the best possible newspaper presentation, releases were prepared in this Department and included in a "package" together with maps and copies of the consultant's and the Commissioner's statements. These "packages" were mailed to all Bergen and Passaic daily and weekly newspapers and were given to representatives of the press at both meetings. They formed the basis of several favorable editorials in the days that followed.

Close observation of all protests disclose that the alignments have not been attacked on an engineering basis but rather from the emotional standpoint. This particular aspect was highlighted at a meeting in Trenton on January 27 with Paterson officials, including Mayor O'Byrne, Councilmen Anthony J. Grossi, Michael Della Torre, City Engineer Scanlon, Planning Board Director Noble, and Freeholder F. X. Graves. On this occasion the City Planning Board Director submitted a line (via Crookes Avenue) which was immediately denounced by the Mayor and Freeholder as equally unacceptable.

On February 3 Mayor Cuccia of Iodi, together with other municipal officials, came to Trenton to discuss the Expressway alignment. We explained to them that no decisions would be made until all municipalities had been contacted and all official suggestions fully evaluated. The meeting was most pleasant and gave no evidence of the opposing political faiths of the delegation while they were here.

It would appear that they now realize as a result of our presentations that such a line would not serve the community.

BERNARD-PASCAL TESTIMONY

To assure the best possible newspaper presentation, releases were prepared in this Department and included in a "package" together with maps and copies of the consultant's and the Commissioner's statements. These "packages" were mailed to all Bergen and Passaic daily and weekly newspapers and were given to representatives of the press at both meetings. They formed the basis of several favorable editorials in the days that followed.

Close observation of all protests disclose that the alignments have not been attacked on an engineering basis but rather from the emotional standpoint. This particular aspect was highlighted at a meeting in Trenton on January 27 with Peterson officials, including Mayor O'Brien, Councilmen Anthony J. Grossi, Michael Della Torre, City Engineer Scenari, Planning Board Director Noble, and Frederick E. A. Groves. On this occasion the City Planning Board Director submitted a line (via Groves Avenue) which was immediately denounced by the Mayor and Peterson as equally unacceptable.

On February 3 Mayor O'Brien of both, together with other municipal officials, came to Trenton to discuss the highway alignment. We explained to them that no decisions would be made until all municipalities had been contacted and all official expectations fully evaluated. The meeting was most pleasant and gave no evidence of the opposing political factions of the delegation while they were here.

BERGEN-PASSAIC EXPRESSWAY, cont'd

However, the next day's papers reported the Commissioner as stating, "The Expressway will go through regardless of any amount of opposition." This, of course, was not said and subsequent conversation with Mayor Guccia disclosed that he was under no such impression. He blamed the entire matter on former Councilman Lattonza who attended and insisted that he would straighten it out at his council meeting on February 6. In the meantime, a letter was sent to Mayor Dudley Allen of Leonia (chairman of the Bergen County Mayors' Association) explaining that there was no basis of fact to the story. Copies of this letter were released to Senator Jones and to the local papers.

We are shortly going back to the Planning Boards and then to the various municipalities with facts and figures to explode the exaggerated claims some have made. We have prepared models of typical overpasses and underpasses to show that adequate lighting conditions will prevail at night or day and that the Expressway can become an aesthetic as well as functional asset.

On February 7 the Paterson Planning Board made public an alternate line through Paterson somewhat south of the consultant's recommended line. This suggestion marks the first "breach in the dike" and was released by Board Chairman McBride with the statement, "I may be sticking my neck out, but" Heretofore the Planning Board had held out for the Crookes Avenue line which would follow the Paterson-Clifton boundary. It would appear that they now realize as a result of our presentations that such a line would not serve the community.

BERGEN-PASSAIC EXPRESSWAY, cont'd

However, the next day's papers reported the Commissioner as stating, "The Expressway will go through regardless of any amount of opposition." This, of course, was not said and subsequent conversation with Mayor Grucita disclosed that he was under no such impression. He blamed the entire matter on former Councilman Lattin who attended and insisted that he would strengthen it out at his council meeting on February 6. In the meantime, a letter was sent to Mayor Bailey Allen of Lattin (Chairman of the Bergen County Mayor's Association) explaining that there was no basis of fact to the story. Copies of this letter were released to Senator Jones and to the local papers.

We are shortly going back to the Planning Board and then to the various municipalities with facts and figures to expose the exaggerated claims some have made. We have prepared models of typical overpasses and underpasses to show that adequate lighting conditions will prevail at night or day and that the Expressway can become an aesthetic as well as functional asset.

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BERGEN-PASSAIC EXPRESSWAY, cont'd

On February 8 I spoke at some length with the Chairman of Paterson's Chamber of Commerce and endeavored to show him that business and industry both needed the Expressway. I gained the impression that he was not too adverse to our plan.

Representatives of the Delaware & Susquehanna Railroad came to Trenton on February 7 to "feel us out" on acquiring the railroad. As you know, they are anxious to get suspended commuter service and would, of course, sell out at a price. The railroad right-of-way averages 66 feet for most of the distance requiring additional acquisition of property on one or both sides. We believe that more community damage would result from this alignment than those recommended by the consultants.

In summarizing developments to date, the following points are worthy of note:

1. All objections to date have been based upon emotion rather than facts.
2. The newspapers (except for the PATERSON CALL), while giving full coverage to organized protests, are not committed to a policy of opposing the Expressway. Editorially, the BERGEN EVENING RECORD and the PASSAIC HERALD NEWS are favorable.
3. We should expect less difficulty in Bergen than Passaic.
4. Hackensack itself will not present too great a problem since Mayor Duell has already come out in favor of the so-called southern line.

BENNETT-PASSAIC EXPRESSWAY, cont'd

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Representatives of the Delaware & Susquehanna Railroad came to Trenton on February 7 to "look us over" on acquiring the railroad. As you know, they are anxious to get suspended commuter service and would, of course, sell out at a price. The railroad right-of-way averages 60 feet for most of the distance requiring additional acquisition of property on one or both sides. We believe that more community damage would result from this alignment than those recommended by the consultants.

In summarizing developments to date, the following points are worthy of note:

1. All objections to date have been based upon emotion rather than facts.
2. The newspapers (except for the PATERSON CALL), while giving full coverage to organized protests, are not committed to a policy of opposing the Expressway. Editorially, the BUREAU EVENING RECORD and the PASSAIC HERALD NEWS are favorable.
3. We should expect less difficulty in Bergen than Passaic.
4. Hackensack itself will not present too great a problem since Mayor Duell has already come out in favor of the so-called southern line.

BERGEN-PASSAIC EXPRESSWAY, cont'd

5. Subsequent meetings with County Planning Boards should tend to clear the air somewhat because we can expect constructive suggestions, many of which we might conceivably agree with. After the Planning Boards go on record and we come to a definite understanding with them, the "pieces" should show signs of falling into place.

PULASKI SKYWAY

Accident and fatality records on the Pulaski Skyway have shown the need for ingenious safety measures for many years. Travel over the route since 1932 has worn the concrete roadway to a terrazo-like surface. When oil drippings become emulsified by rain, uncontrolled skidding results.

Last Autumn our maintenance bureau was set to apply a skid-resistant surface to the roadway without a proper plan for handling traffic and at a time when the weather had turned too cold to permit proper bonding to the pavement. This undertaking was promptly postponed until late this Spring. In the meantime a centerline barrier was designed and on January 31 we received bids for its installation. Award of contract was withheld pending definite assurances by the low bidder as to the early availability of steel. Since the large producers of steel are promising delivery from 12 to 18 months, we had to know the job could be done this Summer or resort to an alternate design.

THE PROBLEM OF THE FUTURE

The first question that arises in the mind of the reader is...

What is the nature of the problem? It is a problem of the future...

It is a problem of the future, and it is a problem of the future...

It is a problem of the future, and it is a problem of the future...

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PULASKI SKYWAY, cont'd

Immediately following receipt of bids, a local supplier in Jersey City told the local papers he could furnish the steel. As a matter of fact, he had only 10 percent on hand for which he was asking an exorbitant price.

We called in the contractor and told him to locate the other sources of additional supply or we would reject the bid. This he did to our satisfaction with the result the contract will be awarded and work performed in the Spring and Summer as originally scheduled.

1956-57 CONSTRUCTION PROGRAM

As a result of the release of the \$142,300,000 program request for 1956-57, we have been deluged with requests as to the inclusion of particular items in the eventually reduced program. Of interest was the visit on February 9 by the Essex delegation regarding the East-West Freeway. Included were Senator Fox and Assemblymen Mosch and Candari with their secretaries. After a complete explanation of the overall highway requirements of the State, past diversion of motor vehicle funds and the possibility of a federal highway program, they left with a better understanding of the situation but with no definite promises. The meeting was most "friendly" and they would like to return and talk with us during the recess. The extent to which we have done advance engineering on the Essex East-West Freeway pleasantly surprised them.

1956-57 CONSTRUCTION PROGRAM, cont'd

The matter of a State bond issue was brought up by them as a means of providing funds for highways at the State level. It is surprising how often we hear this proposal these days.

TWO-WAY RADIO

After some unexpected delays, the Department's two-way radio system is in full-power operation on a statewide basis and is meeting with enthusiastic approval by all. There can be no question as to the improved efficiency which will result. We have placed an order for 130 additional mobile units bringing our total up to the permissible 175. Most of the added units will go to maintenance foremen with a few extra to the Electrical and Equipment Bureaus.

MEETINGS

Among the meetings held during the past month were the following:

Jan. 17 - Labor leaders Marcianite, Weber, Maso and Nortime came in to discuss the Department's labor policy.

The following letter from Mr. Maso is included for what it may be worth:

Honorable Dwight Palmer
Commissioner of N. J. State Highway Dept.
Highway Building
Trenton, N. J.

Dear Commissioner:

I could not let the occasion go by without expressing to you my thanks for the manner in which you conducted the meeting with our committee.

MEETINGS, cont'd

Your fairness of approach to our problems, your complete frankness and your sincerity has left the committee with the feeling that there will be continued cooperation between the Highway Department and those of us in the Building Trades who may have occasion to work together with your Department.

Those present at the meeting have asked me personally to convey to you their individual thanks for the courtesy and time that you devoted to our problems and I join with them in saying "Amen" to that request.

I am sure that we will be able to solve any future problems by sitting around the table.

With my kindest personal regards, I am

Sincerely,

(sgd) Sal Maso

Sal Maso
President

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They again inquired as to our position regarding the remaining road work at the Montclair State Teachers College and were told we would cross that bridge when we came to it. It was pointed out that they were taking an unwise position in regard to the Davis-Bacon Act and they attributed their wrong point of view to the fact they had not been correctly informed of New Jersey's position.

and the other is a copy of a photograph of a person.

MEETINGS, cont'd

Jan. 18 - We went to Seaside Heights on this date to settle the controversy resulting from the Department's highway plan for the resort. We were joined on this trip by "Captain Tom" Mathis and the Senator. After an hour of give and take the results were about as follows: (1)- Mayor Tunney and other officials are more than satisfied that their community is getting the best possible deal. (2)- The Department will save approximately \$400,000 by eliminating an unnecessary overpass and lowering the elevation of the roadway. The trouble with some of our people is that they don't get out on the proposed site and dig into the local viewpoint often enough. Too much theory in too many instances and not enough good common "horse sense". We are learning fast, though.

Feb. 3 - We met Mayor Domenico of Bayonne and reviewed the Eastside Industrial Route situation together with the Point Breeze bridge. It is possible that we can arrive at a decision on this matter within the next few weeks following further engineering studies.

FLOOD APPLICATIONS

After thorough engineering field checks of all applications for flood relief under S-387, we are getting close to the finish line. Only Bergen and a portion of Sussex remain to be investigated on the basis of construction plans not yet completed by them. While most municipal and county applications were modest, it was impossible to effect substantial reductions from the original requests submitted by Sussex County. Despite incomplete plans in some instances, it is hoped to have a more or less final report on S-387 in two or three weeks.

CONSTRUCTION

Bids totaling \$1,865,998.29 were received on the following projects during the past month:

Jan. 10	-	Rt. 4 Barrier Curb - Teaneck	\$ 95,301.20
" 24	-	Rt. 20 Dualization, Paterson	147,160.41
" 31	-	Pulaski Skyway	236,265.85
" 31	-	Trenton E-W Highway landscaping	19,581.10
Feb. 14	-	Rt. 17 - Franklin Twp. overpass	825,293.53
" 14	-	Rt. 42 Camden N-S Freeway	<u>542,416.20</u>
			\$1,865,998.29

BERGEN-PASSAIC EXPRESSWAY
RELOCATION OF ROUTE U. S. 46

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Statement by State Highway Commissioner Dwight R. G. Palmer before
Bergen and Passaic County Planning Boards, Monday, January 16, 1956.

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Our visit here conforms with our promise to acquaint you prior to our determination of the final route with the details of several possible alignments for the proposed Bergen-Passaic Expressway which will extend from the George Washington Bridge westward.

The alignments to be presented are the result of many months of study by the engineering consultants retained by the New Jersey State Highway Department. These lines, in the opinion of the engineers and of our Department, represent the most feasible traversing of Bergen and Passaic Counties with a modern freeway capable of handling the traffic volumes generated by your expanding economy for many years to come.

Following our visit with you, it is our intention to schedule meetings with official representatives of the municipalities through which any one line or a combination of lines extends. Our purpose in holding these meetings is two-fold.

1. To permit us to explain in detail all aspects of the proposed expressway, including its physical characteristics and obvious advantages.
2. To permit county and municipal officials to tender their suggestions for full consideration prior to determining the final alignment.

I wish to emphasize at this point that though our consulting engineers have recommended certain alignments, the State Highway Department has not yet selected any particular line. I repeat, we will not make final decision until all meetings with municipalities affected have been concluded and we have had the opportunity to evaluate all the facts placed before us.

In arriving at the several possible alignments for the expressway, the consultants were under explicit instructions to give full consideration to the impact of the route upon the residential, recreational, educational, and economic life of affected communities. As far as possible, municipal boundaries were followed; parks, cemeteries and industrial locations were avoided and ratables preserved. Unfortunately, it is not possible to traverse urban areas without causing a certain amount of local inconvenience. We all know that. Our problem was to find ways and means of holding such inconvenience to a minimum. This, I believe, we have been able to do in laying out several alignments for a route destined to bring untold benefits to the area.

A review of present and future traffic in the Bergen-Passaic area discloses the urgent need for this expressway. Routes 4 and U. S. 46 are now carrying traffic volumes in some locations of more than 100% above their designed capacity during peak periods. The result of this overload is one of the most horrible accident and fatality rates on our highways and an annual loss of millions of dollars to motorists in lost time and increased operating expenses. In 1954 eleven persons died as the result of motor vehicle accidents on the Bergen County sections of Routes 4 and U. S. 46. Last year this grim total was 17. The reportable accidents on these highways exceed 1500 annually with injuries approaching 1000. These conditions can only be expected to grow worse each year unless remedial steps are taken.

According to the best estimates, U. S. motor vehicle registrations will increase from the present 60 million to 80 million in 10 years. This 33% upsurge is predicted for the nation as a whole, but in a rapidly expanding area such as this the increase may logically be expected to be much more rapid.

Now let's look at some of the economic aspects. Whenever major highway construction is proposed on new alignment, a cry is raised by some public officials regarding a possible loss of ratables to the community.

This is especially true in urban areas and might well be expected in connection with this expressway. I will take this opportunity to present to you statistical information which proves that freeway construction actually enhances ratables. These figures have been compiled from locations comparable to the Bergen-Passaic area. First, let me quote from a pamphlet entitled "Changes in Westchester and How People Feel About Them" - published by the Westchester County Department of Planning - January, 1955: "An expressway need not be a calamity. Even when there is a serious loss in values an eventual gain may be harvested if the community seizes the opportunity to replan. . . . Yonkers will gain almost five times as much as it has lost from New York Thruway construction. Properties assessed at \$2,500,000 have been wiped off the tax rolls, while new construction in this area totals at least \$12,000,000."

In "The Review" published by the Society of Residential Appraisers, June 1953, we find the following: "In the area of Hartford, Connecticut, directly under the influence of the Wilbur Cross Highway, population increased 48.6 from 1940 to 1950, but only 12.8 percent during the previous 10 years before the influence of the highway. Compare these percentages to 28.4 percent and 15.4 percent respectfully during the same two periods in the area not under the direct influence of the highway. These same periods in New Haven show percentages of 40.2

percent and 27.4 percent respectively in the area of influence, against 19.6 percent and 15.9 percent respectively, outside the area of direct influence. All things considered, the analysis shows that towns subject to expressway influences have increased in number of dwelling units, and by inference, in rate of property marketability to a greater extent than have those communities not subject to such influences."

The "Traffic Quarterly", October 1952, says in regard to the Gulf Freeway in Houston, Texas, - "During the five year interval since the Gulf Freeway in Houston, Texas, has become a potential factor of influence upon land values:

- a. Properties adjacent or near the Freeway have increased in value to a greater extent than in any other section of the city.
- b. Properties in the secondary zone increased in market value to a greater extent than those farther removed from the Freeway.
- c. By all methods of analysis used in the study, the relative changes in market value showed the same directional change, differing only in degree.
- d. During the five year period immediately preceding the period of potential influence of the Freeway, the increase in market value of property in areas along the future route of the Freeway was no greater than in any other sections of Houston.
- e. Specifically, property close to the Freeway rose more than 100 percent in value and land more removed increased 60 percent. Property values in areas not directly affected by the Freeway rose less than 20 percent."

In Essex County some \$30 million in new building construction was started along the line of the Garden State Parkway as soon as the alignment was established,

Real estate booms have taken place in other areas served by this road, particularly in Monmouth and Middlesex Counties, with consequent increases in ratables. So much for the record.

As to the other economic advantages, you folks can write this ticket better than can I. The type of freeway that is planned, as well as the suggested alignments, will be explained later by Mr. Bruce and his associates of the consulting firm of Parsons, Brinckerhoff, Hall and Macdonald. Prior to this detailed explanation I want to make a few general observations re: the expressway. The Bergen-Passaic Expressway is designed as a freeway with controlled access. Entrance and exit will be permitted only at specified points - crossroads will be overpassed or carried under the main route and no traffic signals will impede the free flow of vehicles. By controlling the land immediately adjacent to the roadside we will preserve the carrying capacity of the expressway and at the same time greatly add to the safety and appearance of the route. On many of our state highways mushroom growth of roadside businesses soon reduces the efficiency of the road and creates countless driving hazards. Safety on this most modern of expressways will be further served by a wide median strip, or center island. This area between the roadways will be sufficiently wide to provide for such transportation requirements as the future may dictate.

Wherever possible, the expressway will be depressed below the existing ground elevation to avoid what is often termed a "Chinese Wall". On some of the alignments the depressed sections of the route amount to a considerable percentage of the total length. Although the cost of constructing a route to these specifications is greater, we feel the additional cost is justified to enhance not only the ability of the road but its favorable impact on local

communities.

I wish to assure you that nothing has been overlooked in our effort to determine lines for this expressway which will cause the least inconvenience to your county and your municipalities, and at the same time provide this great area of New Jersey with a highway facility essential to the safety of your citizens and your economic well-being.

Upon conclusion of our engineers' presentation, I am certain, Mr. Chairman, that we will have the benefit of your group's questions, constructive criticisms and suggestions.

I will now ask Mr. Bruce to take over for the purpose of explaining to you all details of the alignment and design of the proposed route.

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PROSPECTIVE ADVANTAGES OF THE BERGEN-PASSAIC EXPRESSWAY

The existing state highway routes that would be relieved by the Bergen-Passaic Expressway are U. S. 46 and N. J. 4. Both are congested by traffic flows in excess of the practical capacities of the roadways. Both routes are hazardous. The accident experience is excessive. Over 2,200 accidents occurred on these routes in 1954. This is a shameful record, much higher than on the average dual highway, despite all the enforcement and engineering effort which have been devoted to those routes. The congestion and accidents on these routes are likely to increase in the future just as all other indices of motor travel are increasing.

From 1940 to 1950, the population of New Jersey increased at the rate of 1.6 per cent per year, while the population of Bergen County increased at an annual rate of 3.2 per cent per year. The number of registered motor vehicles in New Jersey in the period from 1950-1954, increased 5.6 per cent per year, while Bergen County registrations increased 7.6 per cent per year. Gasoline sales are probably the best available index of motor vehicle travel. For the State of New Jersey, the motor fuel sold has increased 8.5 per cent per year from 1950 to 1954. Motor fuel sold in the area served by Routes 4 and 46 probably approximates 10 per cent per year. Continuation of these trends will certainly worsen existing congestion and accidents on these routes. The effect will be to interfere further with those desirable features of Bergen and Passaic Counties which have fostered the recent rapid growth of residential, industrial, and commercial development of the counties.

The need now is to plan and develop a means of correcting the highway deficiencies. An express highway with divided lanes, grade separation of cross roads, and limitation of access can provide the solution. The steady flow of traffic on expressways permits higher average speeds without increasing the top speeds. The lack of crossing and intersecting streets reduces vehicle conflicts and accidents. The control of road frontages prevents driveway openings from roadside establishments which have reduced capacity, speeds, and safety of all other highway types.

Unfortunately, the physical requirements for width and for bridging existing cross roads precludes the idea of developing express highway improvements on the alignments of the existing routes. The expense of purchasing developed properties on one or both sides for widening an existing arterial is all out of proportion to the benefits obtainable.

Bergen-Passaic Expressway

Effect on Communities

Many residents of a city where highway improvements are planned dread the effect that a new highway will have on bordering property. They fear that the highway will bring with it a string of roadside developments such as produce stands, restaurants, gas stations and second class merchandise outlets. The principle of controlled access eliminates this undesirable effect of roadway improvements. The people of New Jersey have an excellent example of a controlled access facility in the Garden State Parkway. The highway that would be constructed as a relocation of Route U.S. 46 would be comparable to the Parkway. The land bordering the Parkway has increased in value since that construction and at a faster rate than normal property enhancements of recent years.

The elimination of the injurious effects of traffic congestion in the center of the shopping areas will be a big step in aiding community development. A free flowing highway entering and passing through the New Jersey communities will make them more readily accessible to residents of adjacent areas and stimulate business in general. The removal of through traffic from Routes 4 and 46 will remove that much interference from the local business and shopping centers enroute. The control of access along the new expressway will guarantee to the established merchants that they will not have new competitors on the new road.

For those city officials who fear loss of tax ratables, exhaustive studies elsewhere indicate conclusively that high standard modern highways very quickly induce property improvements of greater value than those removed from the tax rolls by the highway construction.

Congestion

Traffic congestion is a matter of degree varying from minor inconvenience and a lowering of the average speed to considerable delay and stop and go driving. There are two methods of measuring congestion. The first is to determine the actual traffic volume on the road, and compare it to the practical or design capacity of the road. The practical capacity has been defined as the maximum number of vehicles that can be accommodated without causing unreasonable delay, hazard or restriction to the drivers' freedom to maneuver. The practical capacity is dependent on many factors, such as width and type of roadway, amount of turning and cross traffic, and extent and kind of roadside development.

The second method depends on speed and delay studies which determine average speeds and amounts and points of delay under varying conditions.

The State Highway Department determined the practical capacity and the 1955 average daily traffic flows, section by section, for both U. S. 46 and N. J. 4 in Bergen County. With this information as a basis, the amount of congestion in terms of amount and per cent of traffic over practical capacity was determined.

Traffic Volumes and Capacities

The 1955 average daily traffic on U. S. 46 in Bergen County ranges from a high of 53,500 vehicles in Fort Lee where U. S. 1, 9, and 46 use the same roadway to a low of 33,000 vehicles in Palisades Park immediately west of the point where Route 46 leaves Routes 1 and 9. In Passaic County the 1955 average daily traffic on U. S. 46 ranges from a high of over 53,000 in Little Falls to a low of 34,000 in Wayne.

The practical or design capacity of Route 46, as computed by the State Highway Department, varies considerably in Bergen County from a high of 46,000 average daily vehicles in Ridgely Park to a low of 30,000 average daily vehicles in Teterboro. For most of its

length in Bergen County U. S. 46 has a practical capacity of 38,000 average daily traffic. The same range in practical capacity can be said to hold for U. S. 46 in Passaic County.

The 1955 average daily traffic on Route 46 was over practical capacity for more than 70 per cent of its length in Bergen County. While definite figures are not available for Passaic County observations would indicate the same to be true for U. S. 46 in Passaic County as in Bergen County. The maximum congestion on the basis of average daily traffic occurred in Teterboro where the 1955 average daily traffic was more than 50 per cent over practical capacity.

The 1955 average daily traffic on N. J. Route 4 ranges from a high of 51,600 in Teaneck, Englewood, and Fort Lee at the eastern end to a low of 30,000 in East Paterson at the western end.

The practical, or design, capacity is 34,500 average daily vehicles for the route with the exception of a short section in East Paterson and Fair Lawn where it is reduced to 19,000 due to cross traffic and to extensive curb parking considerably restricting the flow on the two outer lanes.

The 1955 average daily traffic on Route 4 was over practical capacity for more than 90 per cent of its length and was more than 50 per cent in excess of practical capacity for more than 50 per cent of its length.

Time Savings

As stated previously, a second means of measuring congestion is based upon speed and delay studies. Although no specific speed and delay studies were conducted for this study, the following discussion and general conclusions can be drawn from repeated observations and overall knowledge of the area.

Delays due to congestion occur not only during the peak week-end flows but also during peak hours on an average day. Extreme delay and "stop and go" driving occur during the peak week-end flows on U. S. 46 between the New Jersey Turnpike and the Bridge Plaza and on N. J. 4 between Route 17 and the Bridge Plaza.

Bergen-Passaic Expressway

Actual average speeds for a full-length trip on the two existing routes can be conservatively estimated to be not more than 35 miles per hour. During peak conditions the average speeds for a full-length trip are considerably reduced, and are often as low as 10 or 20 miles per hour. The average speed on a properly designed expressway can be 50 miles per hour. With trips of equal length, expressway travel would result in a time saving of 40 per cent.

The time savings to the users of U. S. 46 would have been 2,000,000 hours in 1955 if the proposed 18-mile expressway had been available.

If the expressway were located so that present drivers on N. J. Route 4 could use it, between Route 17 and Fort Lee, another million hours would have been saved.

These 3,000,000 hours are a conservative estimate of the time savings vehicle operators would have received in 1955.

If the recommended expressway is constructed, the total time savings may exceed these amounts as future normal and induced traffic exceeds the present traffic volumes. It is realized that all the vehicles would not be diverted to the proposed expressway. However, there would be considerable savings of time to the vehicles continuing to use Routes 4 and 46 because of the lessened traffic and congestion there.

These time savings would not only benefit the road users but also would reduce the cost of commercial transportation which indirectly aids all consumers in the area.

Safety

The matter of highway safety is of paramount importance as the motor vehicle accident record continues to be excessive. Any highway construction that would improve this accident record would be a benefit not only to the road users but also to all residents of an area.

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First part of the history of the world, from the beginning of time to the present day, as recorded in the Bible and other ancient and modern authors.

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Bergen-Passaic Expressway

Expressways have proven to be much safer than most other types of highways. Their physical separation of cross traffic, pedestrians and parkers, from the express lanes is largely responsible for this increased safety.

The 1954 report on New Jersey Highway Accident Factors lists traffic volumes and accident records on the state highway system by routes, county and municipality. The following table, extracted from data in this report, shows the 1954 accident rates for both U. S. 46 and N. J. 4 for Bergen and Passaic Counties and for the average dual highway in New Jersey. Also shown are the 1955 rates on two New Jersey expressways.

	<u>Vehicle Miles 100 Million</u>	<u>Number of Accidents</u>	<u>Number of Injuries</u>	<u>Accident Rate</u>	<u>Injury Rate</u>
Route 46	2.86	1,433	818	502	286
Route 4	1.62	819	495	504	305
Total	4.48	2,252	1,313	503	293
Average Dual Highway in New Jersey				370	235
New Jersey Turnpike in 1955				125	77
Garden State Parkway in 1955				60	47

In order to determine what increase in traffic safety would have resulted if an expressway had been available to carry the 1954 traffic, instead of the present highways, an examination was made of accident statistics of existing expressways. The New Jersey Turnpike and the Garden State Parkway were selected for this comparison as they are of similar design to that proposed for the expressway and they are used in part by the same drivers as would be using the expressway.

As the New Jersey Turnpike traffic includes commercial vehicles, it is more comparable to the proposed Bergen-Passaic Expressway. Therefore, the Turnpike accident rates were taken as the expressway accident expectancy. The use of an expressway by the 1954 traffic on U. S. 46 and N. J. 4 in Bergen and Passaic Counties would have resulted in a 75 per cent reduction in both accidents and injuries.

If the 4-1/2 hundred million vehicle miles on U. S. 46 and N. J. 4 had been on an expressway, the savings in 1954 would have been 1700 accidents involving 1000 personal injuries.

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Route	Vehicle Miles - 100 Million	Number of Accidents	Number of Injuries	Accident Rate	Injury Rate
Route 46	2.86	1,433	818	502	286
Route 4	1.62	819	492	504	305
Total	4.48	2,252	1,310	503	293
Average Dual Highway in New Jersey				370	238
New Jersey Turnpike in 1955				125	77
Garden State Parkway in 1955				80	47

In order to determine what increase in traffic safety would have resulted if an expressway had been available to carry the 1954 traffic instead of the present highways, an examination was made of accident statistics of existing expressways. The New Jersey Turnpike and the Garden State Parkway were selected for this comparison as they are of similar design to that proposed for the expressway and they are used in part by the same drivers as would be using the expressway.

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